

**GENERALIZED DEVELOPMENT PLAN NARRATIVE**

Applicant/Owner: 268 Main Street LLC (“Applicant”)  
1309 Franklin Street  
Fredericksburg, VA 22401

~~Owners: 268 Main Street LLC, Alanno Ventures LLC, and Christine M. Baker  
(collectively, the “Owners”)~~

Representative: Charles W. Payne, Jr.,  
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Project Name: “Hatchers Landing” (“Project”)

Property: Spotsylvania County Tax Parcels 48-A-1, 48-A-1B, & 48-A-4C (portion)  
(collectively, the “Property”)

GDP: Generalized Development Plan, titled “Hatchers Landing Generalized  
Development Plan For Rezoning TM 48-A-1, 48-A-1B, & 48-A-4C 9231,  
9237, & 9239 Courthouse Road Berkeley Voting District Spotsylvania  
County, Virginia” prepared by Fairbanks & Franklin, dated April 25,  
2022, as last revised ~~May 4~~June 27, 2023, and attached hereto as **Exhibit**  
**A** (“GDP”)

Rezoning Request: ~~From Conditional Rezoning Request from Offices 1 District (“O-1”) to the~~  
Planned Development Housing District-8 (“PDH-8”)

Date: ~~May 3~~June, 2023

File No.: R22-0010

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**1. Project Overview**

The Applicant proposes rezoning the Property from the Offices 1 District (“O-1”) to the Planned Development Housing District (“PDH”) in order to construct a single-family attached residential community in Spotsylvania County, Virginia (“County”). Section 23-6.12.1 of the County Zoning Ordinance (“Code”) states that the purpose of the PDH zoning district is to “encourage innovative and creative design of land for residential and other selected secondary uses.” The Code further

explains that the “district regulations are designed to ensure ample provision and efficient use of open space, to promote high standards in the layout, design and construction of residential development, to promote balanced developments of mixed housing types.” The PDH-8 district allows eight (8) units per gross acre and requires a minimum of thirty-five percent (35%) of the gross area to be open space.

The purpose of the proposed rezoning is to allow a residential development consisting of 58 single-family attached dwelling units, all as shown on the GDP. Each townhome is expected to be approximately 2,000 square-feet. The PDH-8 district includes single-family attached dwelling units as permitted uses under Code § 23-6.12.2. The proposed development has a density of 8 dwelling units per acre, which is on par with the maximum density for the PDH-8 district of eight (8) dwelling units per acre. The GDP reflects approximately 3.35 acres of open space, which accounts for 46.21% of the Property. This exceeds the 35% open space minimum required for the PDH-8 district. The open space will be used for natural areas, stormwater management, one community park with a pavilion, and a dog park.

The Applicant has also submitted with this application a Voluntary Proffer Statement (“Proffer Statement”), as provided more particularly in the application.

As a general description of the Project, we have enclosed illustrative renderings provided by the Applicant from brightMLS and dated August 2022, attached as **Exhibit B**, which depict the proposed general architectural design, features, and materials for the Project (“Renderings”).

As described in more detail below under Section 3 of this narrative, the Applicant’s proposal conforms to the policies established by Spotsylvania County’s Comprehensive Plan dated December 14, 2021, as amended July 12, 2022 (the “Comp Plan”). Further, the proposal will result in minimal impacts on public facilities and services, and impacts, if any, related to roads, schools, fire, rescue, and parks will be offset through on-site improvements and cash proffers. In this regard, we have included with this application (as discussed in more detail below) a proffer analysis prepared by MuniCap, Inc., titled “Hatcher’s Landing Spotsylvania County, VA Proffer Justification Analysis,” dated November 17, 2022, attached and marked as **Exhibit C** (“Proffer Analysis”).

The Project is only 58 total units and does not meet the thresholds required for a County Traffic Impact Analysis nor a VDOT 527 transportation impact analysis. The Applicant has provided a Technical Memorandum dated April, 20, 2023, as prepared by Gorove Slade, which is attached hereto and marked as **Exhibit D**. The Project is anticipated to generate approximately 24 AM peak hour trips, 31 PM peak hour trips and 391 daily trips throughout a typical weekday, which is significantly less than if the Property was developed for a by-right use under the O-1 zoning designation, as discussed further below.

In addition, MuniCap, Inc. performed a fiscal impact analysis of the Project. The analysis, dated November 16, 2022, titled “Hatcher’s Landing Spotsylvania County, Virginia Fiscal Impact Analysis,” (the “FIA”) is attached hereto and marked as **Exhibit E**, and included with this application. The FIA, as described in more detail below, provides that the Project will generate

positive net tax benefits to the County of \$31,092 on an annual basis, totaling \$1,321,102 over a thirty (30) year period.

## **2. Project Location & General Description**

The Property consists of three (3) parcels, totaling approximately 7.25 acres of land. The Property is situated in the Berkeley voting district and Courtland magisterial district. To the north, the Property is generally bound by existing residential uses and new commercial development; more specifically, the recently approved WAWA development is directly across Spotsylvania Baptist Road. To the south, the Property is immediately bound by Spotsylvania Baptist Church, Mercy Hill Community Church, Spotsylvania Fire Company/Rescue Station 1, and vacant land zoned Agricultural 2, Commercial 2, and Mixed Use 2; however, the Spotsylvania Courthouse Village mixed use community, Spotsylvania Sheriff's Department, and Spotsylvania Courthouse are all approximately one mile south of the Project as well. To the east, the Property is bounded by vacant land (zoned Mixed Use 2 and Agricultural 2) and residential communities. To the west, the Property is bound by Spotsylvania Baptist Road and vacant land zoned Mixed Use 5, Mixed Use 4, and Rural.

The Applicant's proposal is compatible with existing and future intended uses in the area and will enhance the area's housing stock while maintaining the area's character. Additionally, the Applicant's proposal is in line with the purpose of the PDH-8 district which is to encourage innovative and creative design in the development of land for residential and other selected secondary uses at a density not to exceed eight (8) dwelling units per acre.

### *2.1 Site Access*

Primary access to the Project site will be provided by one full movement driveway on Spotsylvania Baptist Road, all in accordance with the GDP. All site access locations will be coordinated with Spotsylvania County and the Virginia Department of Transportation. Please refer to the GDP for a depiction of site access location.

### *2.2 Environmental Characteristics*

The Project's design will minimize the impact to the natural topography and mature vegetation located on the Property. There are no wetlands or resource protected areas on the site. The Applicant will perform all applicable studies for endangered species as is typically necessary for state and federal permitting for the Project prior to final site plan approval.

### *2.3 Cultural and Historic Resources*

The site falls within the limits of the National Park Service Civil War Related Lands Database identified as Cooke/Weisinger Advance, a Tier II priority area. While the Property is not located in the County's Historic Overlay District, the noted sites have not been evaluated by the Virginia Department of Historic Resources for potential listing on the National Register of Historic Places.

The Applicant has also conducted a Phase IA Archaeological Study, which was prepared by Dovetail Cultural Resource Group (“Dovetail”) and dated April 2022, titled “Phase IA Archaeological Study of the Hillegass/Courthouse Property, Spotsylvania County, Virginia” attached hereto and marked as **Exhibit F** and described in more detail below (the “Phase IA”). Dovetail recommended in the final Phase IA Study that a Phase 1B be conducted to further investigate cultural significance of the area. Dovetail has since conducted the Phase 1B dated \_\_\_\_\_, June 2023, and titled “Phase IB Archaeological Study of the Hillegass/Courthouse Property Hatcher’s Landing Project Area, Spotsylvania County, Virginia” attached hereto and marked as **Exhibit G** (the “Phase IB”). and found that no further work or study will be required. ~~A report is currently being generated by Dovetail and a copy will be sent to the County once received.~~

### **3. Planning and Zoning**

#### *3.1 Zoning District and Ordinance*

Parcels 48-A-1, 48-A-1B, and 48-A-4C are all currently zoned as an Office 1 District (“O-1”). According to the County Code, the purpose of O-1 zoning district is “to provide for low intensity office complexes which are compatible with moderate density residential uses.” We believe the highest and best use of the Property is for residential uses and an office use at this location would not be compatible with surrounding residential uses to the east and south.

The Property currently has access to public water and sewer. All buffers, landscaping, and setbacks will be as generally provided on the GDP and will conform to the applicable zoning ordinance requirements.

#### *3.2 Comprehensive Plan Analysis*

##### *3.2.1 The Property’s location and future land use classification support approval of the Project.*

The County’s Comp Plan’s Future Land Use Map classifies the Property as part of the “Mixed Land Use” designation. The Mixed Land Use category is intended as a place where residents can live, work, shop, and play by providing for a variety of land uses in a compact, walkable community with a more dense development pattern. The Mixed Land Use category encompasses a variety of uses, including traditional neighborhoods and higher-density residential. Because the Property’s future land use is anticipated for mixed land use purposes, the proposed 58 new townhomes fulfill the County’s objectives for the area’s future development, and is less dense than what is encouraged under the County’s future land use plan. The Project is also adjacent to a planned Wawa, and near the mixed use Courthouse Village development.

##### *3.2.2 Project’s location within Primary Development Boundary supports approval of rezoning.*

Not only has the Property been designated for future mixed land use—which includes residential neighborhoods like the proposed Project—but the Property also lies within the County’s Primary Development Boundary (“PDB”), which additionally supports approval of the Project. The County established the PDB for purposes of directing the timing and location of new development within a defined area in which public water and sewer will be provided. Land within the PDB is intended to develop with higher residential densities and more intensive non-residential uses than outside the boundary. The Property’s location within the PDB aligns with the County’s goal of situating new development at a higher intensity within this boundary. Additionally, the Project’s use of public utilities further satisfies the County’s goal for location of new development. Therefore, both the Property’s location and use of public utilities supports the proposed use and density.

*3.2.3 The Project should be approved because it satisfies multiple overarching Comp Plan development goals.*

Not only is the Property situated in the PDB, but the proposed use satisfies multiple overarching Comp Plan goals for future development, which we believe provides additional support for approval of the Project. Specifically, the Comp Plan states that (1) the County is a business friendly community and that local job creation is a priority; (2) the County strives to be fiscally sustainable; and (3) the County is family friendly and encourages mixed use communities.

*3.2.3.1 Spotsylvania County is a “business friendly” community and local job creation is a priority.*

The Comp Plan supports development that promotes job creation and benefits the economy. Further, the County generally expects development to demonstrate that it will not have a significant impact on the existing infrastructure or resources. Not only is the Project expected to have minimal impact on existing resources, but it will generate positive tax revenues both onsite and offsite, as further described in the Applicant’s Fiscal Impact Analysis (discussed below).

*3.2.3.2 Spotsylvania County is fiscally sustainable.*

The County strives to be fiscally sustainable, and as part of that goal, aims to achieve a 70/30 mix of residential to commercial and industrial development. As part of achieving fiscal sustainability, the County requires developments seeking increased residential density to address impacts specifically attributable to the proposed development and provide sufficient information to fully evaluate its impacts. Not only will the Project add 58 new townhomes to the County’s housing stock in furtherance of the County’s residential goals, but it will also help the County achieve its fiscal goals by creating over \$31,092 in annual net revenue at full build-out, and will locate new residents and consumers near shopping areas at Courthouse Village.

*3.2.3.3. Spotsylvania County is a family-friendly community.*

As part of its family-friendly objective, the County anticipates that new development should support mixed use communities with varied housing types, civic buildings, shops, and active and passive recreation opportunities.

The Project satisfies this objective by its location in an area planned for future mixed use development and its addition of 58 new homes to the area. The new single-family attached homes with a variety of community based amenities will attract new families to the area and help create the mixed-use community envisioned by the County while helping the County achieve its goal of a 70/30 mix of residential to commercial and industrial development. The Property has sat vacant under the current O-1 zoning since 1987-1988. The Project as an office use has proven not to be viable, but as a housing development the Property will generate personal and real property taxes. As mentioned above, the Project is generally surrounded by new and existing commercial and residential uses. Given the location of the Property, this Project will enhance and diversify the housing stock and provide support for the shopping opportunities at Spotsylvania Courthouse Village, professional offices and convenience stores along Courthouse Road, governmental facilities at Spotsylvania Courthouse Village and along Courthouse Road.

In sum, the Project aligns with the County's overarching development goals both by adding to the County's stock of diverse housing while also directly adding 129 new construction jobs during build-out and 51 new jobs through indirect and induced impacts created by development.

### *3.2.4 Project meets multiple Mixed Land Use policies.*

Not only does the Project satisfy the Comp Plan's overarching objectives, but it also meets multiple goals for the development of mixed land use identified in the Comp Plan. Specifically, the Project meets the following Mixed Land Use policies:

#### *3.2.4.1 Appropriate transitions in scale of building and/or buffering should be provided from mixed land use developments to existing developments.*

The proposed Project provides ample buffering and open space between the new development and the existing developments as shown on the GDP. For example, a decorative fence within the common area is provided along the Spotsylvania Baptist Road frontage. The Project also provides a 25-foot transitional screen between the Property and the residential parcels to the northeast of the Project. Further, a 25-foot natural buffer will remain undisturbed (except as needed for utility installation) along the southwest border of the Property and will provide additional separation between the existing use (Spotsylvania Baptist Church).

#### *3.2.4.2 Vehicular and pedestrian connections should be made to adjoining developments at appropriate locations, including at existing interparcel access points.*

There are currently no interparcel connections.

#### *3.2.4.3 A grid pattern of connected streets should be supported. Cul-de-sacs should be discouraged and only employed in rare instances.*

The Project is largely laid out in a grid pattern, with a minimal number of cul-de-sacs, thereby conforming to this policy of creating connected streets.

*3.2.4.4 The County should support open space and pedestrian accommodations integrated throughout the development.*

The Project supplies plenty of open space in a pedestrian-friendly neighborhood. In addition to the many amenities described in Sections 1 and 5.3, the Project includes sidewalks throughout, as well as a shared use, 5' asphalt trail from the Project to Courthouse Road, all of which aligns with the County's goals for providing open space and pedestrian accommodations.

*3.2.4.5 The County should support a diverse housing mix with a range of housing sizes and types that meet the needs of citizens throughout all stages of life and income levels.*

The Project's development of single-family attached housing helps the County's goal of supporting a diverse housing mix that meets the needs of citizens throughout all stages of life and income levels. Townhomes will be attractive to both first-time and senior homebuyers due to the Project's walkable and low-maintenance features. Further, the townhomes are expected to be affordable to the County's workforce and retired population with the home prices ranging from an estimated \$350,000 to \$425,000.

*3.2.4.6 Quality open spaces should be integrated into developments and may include passive and active areas, pavilions, walking paths, gardens, forested areas, and lakes, among other features.*

The Project exceeds the zoning district's minimum requirement for open space by including approximately 46.21% of open space. The Project is expected to provide numerous quality open spaces integrated throughout the Project, including a dog park, one community park with a pavilion, and asphalt trail.

### 3.3 *Community Notice*

As part of the Rezoning Application process, the Applicant reached out to property owners (total of 602) residing within 3,000 feet of the proposed Project site. Given the Covid-19 restrictions, the Applicant was unable to schedule an in-person community meeting, but instead provided both electronic and telephonic communication opportunities to said residents so they could express their concerns or comments. There were a total of ten virtual attendees and one response from a citizen that was concerned about buffering and traffic.

## **4. Construction**

Applicant anticipates close collaboration with the County during the permitting process to identify and manage environmental conditions and design criteria specific to the Project. Through the permitting process, Applicant will implement all required mitigation measures and Best Management Practices ("BMPs") as determined by the County and regulatory agencies.

Construction is anticipated to begin within 18 months of any rezoning approval. Applicant anticipates that all lots will be completed in 2025, subject to market conditions. Phasing of this Project is not anticipated at this time.

#### 4.1 *Site Preparation*

The Property currently has a shed onsite, which will be removed during the initial phase of clearing and grading. Access to the Project site will be via the improved entrance on Spotsylvania Baptist Road. BMPs for stormwater and erosion control will be installed during the site preparation phase and prior to significant grading activities.

#### 4.2 *Construction Workforce*

The Applicant's goal is to retain local onsite workforce, which will consist of various skilled trades, supervisory personnel, support personnel, and construction management personnel.

Pursuant to the FIA, the Project is anticipated to generate an estimated 129 new jobs during the construction phase, and \$6,952,649 in new labor wages.

### 5. **Public Facilities**

#### 5.1 *Fire and Rescue*

The Project will have minimal impact on the County's fire and rescue facilities. The proposed roads and building setbacks will allow for adequate travel space within the Project for emergency access to the improvements. Fire and Rescue Station 1, located approximately 1,000 feet from the site, will provide the Property with necessary emergency services. As detailed on the attached proffer statement, cash proffers will also offset any impacts the project may have on public safety facilities.

#### 5.2 *Schools*

The Property is located in the Spotsylvania Elementary School, Spotsylvania Middle School, and Courtland High School districts.

The site is currently approved for zero additional "by-right" residential units or units allowed under the existing zoning. Accordingly, the impacts to the schools are estimated for the 58 single-family attached units above by-right. Based on County's student generation factors for each of the school types, the Project's will generate 35 school-age children above the by-right at full build out. However, the eight projected middle school students net of by-right at the Project exceed existing capacity and represent a need for Spotsylvania County Public School facilities.

The projected elementary and high school students resulting from the Project do not create a need for additional facilities, and therefore proffer contributions for these facilities would be inappropriate. The middle school students resulting from the Project are in excess of existing capacity, and the current County Capital Improvement Plan does not include any capital improvements to middle school facilities that increase capacity for the Project. Accordingly, any proffer related to such facilities would be inappropriate under the Residential Proffer Legislation.



The Applicant is willing to contribute \$4,482.76 per unit to support County schools. With 58 units, this results in a proffer contribution of \$260,000.08.

### 5.3 *Parks, Buffers, and Open Space*

The Project will include 3.35 acres, or 46.21%, open space. The open space will provide buffering along many of the property lines, as shown on the GDP.

Portions of the Property will be maintained as open space. The open space will be used for active and passive recreational amenities, including a dog park, one community park with a pavilion, and an asphalt trail as well as stormwater facilities, all as shown on the GDP. As detailed on the attached proffer statement, cash proffers will also offset any impacts the Project may have on parks and recreation facilities.

All buffers, landscaping, and setbacks will be as generally provided on the GDP and will conform to the applicable Zoning Ordinance requirements.

### 5.4 *Water & Sewer*

The Property is located within the Primary Development Boundary, with access to water and sewer facilities. The Property will be serviced by a 8" domestic water line, which will tie in to the existing water service within the existing Spotsylvania Baptist water connection located at the entrance of the Project, and by a 8" sewer main located at the sewer connection adjacent to Plantation Forest Drive, both as shown on the GDP.

### 5.5 *Transportation*

Access to the Project will be provided via a full-access entrance on Spotsylvania Baptist Road, a local public street. Roads constructed within the Project will be private, as noted on the GDP.

The Project is estimated to generate approximately 391 daily trips throughout a typical weekday, including 24 vehicle trips during the AM peak hour and 31 vehicle trips during the PM peak hour. A VDOT 527 analysis was not required for this Project because the trip generation potential was below 5,000 daily trips. The Applicant requested a traffic assessment, such traffic assessment was prepared by Gorove/Slade (the "Assessment"), and is attached hereto as Exhibit D. The Assessment concludes that the intersections surrounding the Property operate at an acceptable level of service with the proposed Project, and surrounding developments. Transportation improvements are not warranted.

As mentioned above, the Property is currently zoned O-1. Generally, uses permitted by-right under the O-1 zoning designation generate significantly more traffic than the proposed Project. It is estimated that the Property would reasonably support approximately 60,000 square-feet of office space by-right under the current zoning designation. And, such traffic impacts would be more intense. For example, if the Property was developed for 60,000 square-feet of general office space, it is estimated that such project would generate approximately 744 daily trips throughout a typical weekday, or 353 more daily trips than this proposed Project. Similarly, if the Property was

developed for 20,000 square-feet of medical or dental office space with an additional 40,000 square-feet of general office space, such project would generate approximately 1,274 daily trips throughout a typical weekday, or 883 more daily trips than this proposed Project. Accordingly, the proposed Project is expected to have a significantly smaller impact on traffic than if the Property were developed for a by-right use under the Property's current zoning designation.

## **6. Housing**

The Project will enhance the County's stock of new, single-family dwelling units in this area of the County. Also, as noted above this will provide a new diversity of housing stock to the immediate area. With an anticipated average sales price of \$350,000 to \$425,000 per unit, the proposal meets market expectations for this area of the County. Further, the projected value for units is expected to enhance surrounding property values. Applicant anticipates that all lots will be developed within 3 years of any rezoning approval (subject to market conditions).

## **7. Fiscal Impact Analysis**

The FIA includes an analysis for revenue projections of the Project during construction and at full build-out (see **Exhibit E**). The total revenue generated from the Project was then compared with expected County costs to provide services to the residents of the proposed development.

For the 58 new single-family attached homes at the site, the total real property tax resulting from the Project is estimated to be about \$109,684 annually in current dollars. In addition, the personal property tax resulting from the Project is estimated to be \$107,169 annually in current dollars. The gross sum of all of the onsite tax revenues expected to flow to the County from the Project annually after build-out is approximately \$260,786 each year in current dollars.

The Project is expected to consist of 58 new households with an estimated 2.41 persons per single-family attached household for a total of 140 people, with 35 school pupils above by-right. The total annual tax-supported cost of the Project is estimated to be \$260,786 each year in current dollars.

After considering the tax revenues generated by the Project and the costs to the County resulting from the Project, it is anticipated that this Project will generate annually a net revenue surplus after full build-out of \$31,092 in current dollars.



**EXHIBIT A**

Generalized Development Plan

**EXHIBIT B**

Renderings

**EXHIBIT C**

Proffer Analysis

**EXHIBIT D**

Transportation Impact Memo

**EXHIBIT E**

Fiscal Impact Analysis



**EXHIBIT F**

Phase 1A Report

**EXHIBIT G**

Phase 1B Report

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